COMMUNITY PLANNING NEWS

Number 2, April 1959

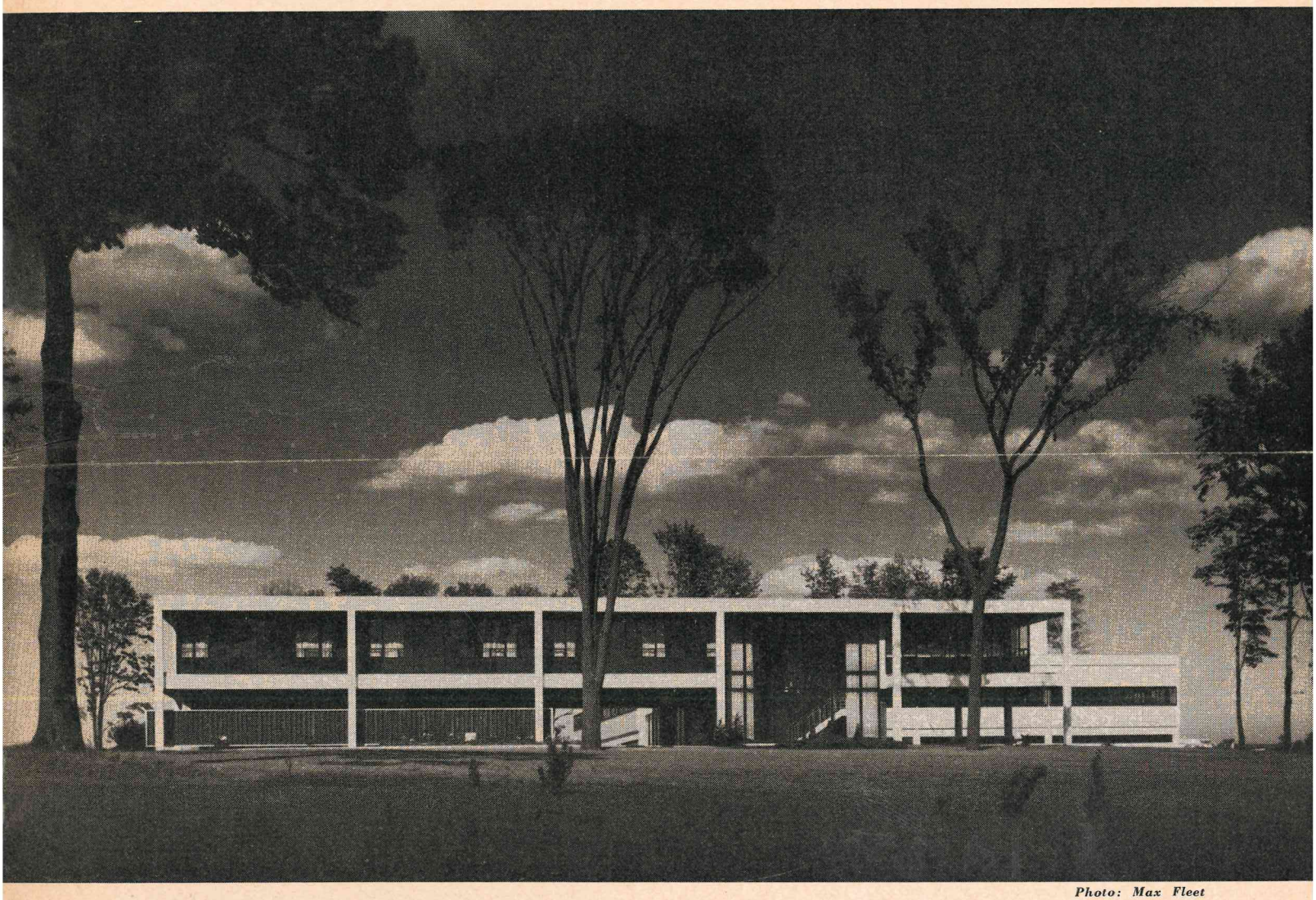

Photo: Max Fleet

The factory for Ortho Pharmaceutical (Canada) Ltd., at Don Mills, Ontario is an attractive industrial building, in harmony with its surroundings and taking full advantage of the natural features of the site. This building was awarded the Silver Medal in the Industrial category of the 1958 Massey Medal Competition. Architects: John B. Parkin Associates.

La manufacture pour Ortho Pharmaceutical (Canada) Ltd., à Don Mills, Ontario est un bâtiment industriel attrayant, s'harmonisant avec son entourage et se prévalent totalement de la beauté naturelle du site. Ce bâtiment s'est vu décerné la médaille d'argent dans la catégorie industrielle du concours de 1958 de la médaille Massey. Architectes: John B. Parkin Associates.

NOUVELLES D'URBANISME

How the City Grows

"How does a city grow? It grows because man makes certain decisions about the shape of the urban environment he believes he will enjoy. It need not necessarily grow in area, in square miles of urbanization in response to a certain amount or proportion of population growth, because to a substantial degree every city has a sponge-like absorptive capacity. But decisions are being made continuously by man and for man.

"In North America, man has been taught to believe, and believes fervently, that every family or household has the right to a separate dwelling unit; he believes fervently that separate living space is ideally provided in a single detached dwelling unit on the ground; he believes that the greater the width and depth of his lot, the more ideal is his housing accommodation. In Canada, he has an irrational prejudice against living in a row house—albeit on the ground—or in an apartment building before his children reach adulthood. The most obvious effect of this folklore of family housing is the horizontal rather than the vertical shaping of the growth of our cities.

"Man is helped to translate these beliefs or prejudices into decisions through the widely accepted operations of the free housing market—a market which works best when it is not free but substantially supported by society's ability to borrow money from its members to finance the so-called private construction of dwellings. A whole host of 'other' men must make decisions which induce man as a consumer to move in such a way that the city grows horizontally. Some of the decision-makers are motivated by commercial considerations, by profit, by the excitement of creating things which create money – houses, roads, highways, shopping centres, schools, churches, social capital – even the more mundane sewer and water facilities.

"The city grows as many men become discontented with the new attraction or lack of attraction in living relatively near to the centre of the city. The incipient deterioration of certain portions of the urban centre, or the arrival of large groups of new immigrants, may provide much of the stimulus. Whatever the reasons, in the past – say before 1930 – some men moved their homes but not usually their places of business or their offices or their financial institutions, a sufficient distance to enable them to specify a new list of amenities: fresh air, sunshine, a communion with nature, living space, lower taxes. The new movement, however,– say since 1945 – is not a movement of a few well-to-do nature lovers but a movement of sewer and water lovers. They may find fresh air and sunshine – for a time – but very quickly they seek and demand pure water supplies, sewage facilities, paved streets and sidewalks, street lights, educational and recreational facilities, arterial roadways to convey them more or less rapidly to the centre of the central city where they earn their living. Their taxes are not usually lower than those in the city proper even without all of these services; with them, their taxes may be far higher."

from "Forces Shaping our Cities", a speech by Dr. Albert Rose *at the Winter Conference of the Canadian Institute on Public Affairs.*

The Main Streets of Canada

". . . The general revenue of most municipal governments comes principally from the tax on property. Unfortunately (or fortunately) the property tax just isn't flexible enough or of sufficient growth magnitude to permit municipalities to squeeze it any further than they already are doing. As a consequence, the job of modernizing and extending our urban network of streets and highways is subject to the same general penny-pinching as are all other municipal services. The net result is that in most of our larger cities (and in many small ones as well) projected major highway improvements are marking time.

"Meanwhile, our main urban streets and highways continue to be the most intensively used sections of the road and street system of the nation, of which they are an interrelated and integral part. More than 65 per cent of the 17 million persons now living in Canada live in urban areas. (In ten years it will be nearing 80 per cent). It doesn't make sense to impose on them an antiquated urban street that slows travel time to 10 miles an hour between Main Street and the Post Office on streets paid for by the municipality (from the property tax) and then, once outside the city, swing along at 30 to 40 miles or more on a shiny new highway (paid for by the province from road user taxes) or, perchance, at 50 to 60 miles an hour on a stretch of the Trans-Canada Highway (paid for by automobile owners in general and the automobile industry) . . .

"What Canada's 11 million urban dwellers want and need desperately is to be able to get home from the office or factory at faster than a snail's pace. . . . They think it's about time that the Provincial and Federal Governments got together and took a look at the Main Streets of Canada. They're part of the national highway system, too!"

The Listening Post, *March 1959. The Canadian Federation of Mayors and Municipalities.*

COMMUNITY PLANNING NEWS
NOUVELLES D'URBANISME

Editorial Staff: *Eric Beecroft, Miss J. M. Laventure, Mrs. Jennifer R. Joynes*

The Community Planning News is issued to its members by the Community Planning Association of Canada. Opinions expressed in the News are not necessarily those of the Association. The object of CPAC is "to foster public understanding of, and participation in, community planning in Canada." If you would like someone else to see this literature, please remail them your copy of the News or ask us to send a copy. Your cooperation in making CPAC's work known will be appreciated by all officers and members.

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Dues are $5.00 per year.

REDEVELOPMENT: Problems in Co-operation Between Government and Private Enterprise

At the Winter Conference on "The Troubled Metropolis", sponsored by the Canadian Institute on Public Affairs, February 6-8, a small group under the Chairmanship of Mr. W. R. Carroll of Canada Packers Limited discussed the subject stated above. The group consisted of R. V. B. Simmons, P. E. H. Brady, Stanley H. Pickett, Keith Becker, W. O. Billing, Patrick Horsbrugh (part-time), Mrs. Nina McFarland (part-time), R. B. Munford, Ronald E. Winter, Dorothy Mikos and Eric Beecroft. Miss Mikos and Mr. Beecroft were asked by the Group to prepare the report which follows.

Panel Report

Planned redevelopment in Canadian cities is a new activity, but it may be expected to proceed at an accelerating pace. It creates an entirely new set of relationships between public and private agencies.

New devices must be found for positive cooperation between government and private enterprise since such cooperation is essential to the processes by which redevelopment plans are made and by which such plans are supported and implemented. For example:

(1) When substantial areas have been selected and cleared according to plan, by what processes are sections of the land to be made available to private persons (individual or corporate) for re-use?

(2) Should the city simply await proposals for re-use and resolve each case by ad hoc negotiations without regard to a pre-determined land-use plan, hoping that all land will thus be utilized in a manner beneficial to the economy of the city? This would be planned clearance but not planned redevelopment. (It would doubtless not qualify for financial aid under federal and/or provincial legislation.)

(3) If a land-use plan for redevelopment is required, should it be a plan in detail, demarcating certain areas for industry, certain for housing, certain for commerce, certain for open space? If so, what participation, if any, by business or other civic leaders is desirable during the preparation and discussion of plans? Should such participation be regularized in some manner?

(4) If a land-use plan for the redevelopment area has been determined, and if the ad hoc type of negotiation is not to prevail in allocating land for use, what procedure should the city adopt?

(5) Should it invite bids, then sell or lease the land on the basis of price?

(6) Or should it *fix* the price, then receive projects and judge them on the basis of design, as well as conformity to the land-use plan?

Even in U.S. cities, no clear body of thought has emerged in regard to these new questions. Our group feels that in the interest of (a) accelerating redevelopment for economic and social reasons, (b) minimizing frustrations, and (c) utilizing all available practical experience and intelligence, these questions should be discussed thoroughly by interested groups in every city. Such groups should be mixtures of business men, municipal officials, planners and professional people. Mr. Beecroft suggested that the findings of such discussions could be reported in a special meeting at the Community Planning Association of Canada conference in Montreal in September.

In general, it was felt that business leaders would have a great deal to contribute and to gain by a positive participation in the planning process and in discussing all redevelopment procedures rather than merely awaiting decisions by government in this new field of action.

Study of Results of Redevelopment

In view of the many redevelopment projects which can be foreseen – preliminary studies are under way or completed in about 18 cities – our group recommends strongly that:

There should be a thorough analysis of the economic, social and financial experience of each project, dealing with the effects of the original blighted conditions and the results of the completed project.

Related Questions of Finance, Resale Prices of Land, Tax Policy

A subsidiary but important question proposed for discussion was:

Is it inevitable, because of the high cost of central area land, that governments should take losses on the turnover of land in the selected areas, in order to assure sound redevelopment?

This led to the further question as to whether the high land values in such areas are not a reflection of the relative freedom of landowners from tax incentives to redevelop land. While not passing judgment on this question, the group felt that, as a preparation for becoming deeply involved in land purchase for redevelopment, the cities should re-examine systems of assessment which may discourage improvement by new construction while leaving uneconomically developed land relatively free of taxation.

W. N. McDonald

Members of CPAC were saddened to learn of the sudden death of W. N. (Nish) McDonald, following an operation on February 28th. Mr. McDonald was the Municipal Manager for the Corporation of the District of West Vancouver. He was a constant advocate of planning offices in small municipalities and was largely responsible for the establishment of the Planning Office in West Vancouver, the second one to be set up in British Columbia.

It will be recalled that Mr. McDonald was the author of "Why We Hired a Planner", an article which appeared in the Volume IV, 1954 issue of the *Community Planning Review*. It was subsequently reprinted and widely distributed across Canada.

In addition to his support of planning within his own administration, Mr. McDonald also took an active part in conferences and courses organized by the B.C. Division of CPAC. In this connection he always manifested a practical approach to planning and warned against a blind reliance on "rule of thumb" techniques.

Mr. McDonald was an outstanding example of the active and informed citizen who is largely responsible for the success of CPAC today. He will be sadly missed by his friends and associates.

Un Problème d'Importance Nationale

". . . Dans notre désir de procurer 'des meilleures conditions de vie pour tous les canadiens', nous ne devons pas oublier que personne ne peut s'isoler dans sa tour d'ivoire. Notre manière de vivre, de même que la condition et la valeur de nos habitations dépendent directement et indirectement d'une multitude de facteurs extérieurs à l'habitation elle-même, comme par exemple la circulation, l'emplacement du commerce et de l'industrie, les parcs et les institutions éducationnelles, les services communautaires, les utilités publiques, le transport en commun, etc.

"Tout programme de rénovation urbaine doit s'intéresser non seulement à la structure physique des habitations, mais également à leur implantation dans l'unité de voisinage et la ville. Il nous faut reconnaître que la rénovation urbaine n'est qu'une partie de l'urbanisation qui se poursuit sans cesse dans et entre les municipalités.

"Un programme pratique de rénovation urbaine peut signifier la différence entre la stagnation ou la regression et une croissance urbaine saine. C'est un placement très profitable, qui peut payer des dividendes énormes en meilleures conditions de vie et en plus-values immobilières, et promouvoir ainsi la prospérité locale, régionale et nationale. C'est un défi aux forces vives de notre nation canadienne, qui a prouvé, dans le passé, qu'elle pouvait faire face aux situations les plus difficiles.

"La ceinture grise de détérioration qui tend de plus en plus à enserrer le coeur de nos villes dans ses tentacules fera place bientôt à une ceinture verte où les habitations retrouveront le grand air et le soleil. Québec prend sa juste place à la tête de ce mouvement d'une importance vitale pour un Canada sans cesse plus prospère."

C.-E. Campeau, ing. p., député *président national de l'A.C.U. à l'occasion d'un congrès provincial de la division de la province de Québec de l'A.C.U.*

Les Rues Principales au Canada

". . . Le revenu général de la plupart des gouvernements municipaux vient principalement de la taxe foncière. Malheureusement (ou heureusement) la taxe foncière n'est vraiment pas assez flexible ou d'expansion suffisante pour permettre aux municipalités de la presser encore plus qu'elles ne font déjà. En conséquence, la tâche de moderniser et d'étendre notre réseau urbain de routes et de rues est assujettie à la même nécessité générale d'économiser que le sont tous les autres services municipaux. Il s'ensuit que dans la plupart de nos grandes cités (et aussi dans plusieurs petites) les améliorations routières majeures qu'on projetait doivent attendre.

Entretemps, nos principales rues et routes urbaines continuent d'être les sections les plus intensément utilisées du réseau de communications routières de la nation, dont ils sont une partie intégrante. Plus de 65 pour cent des 17 millions de personnes vivant actuellement au Canada habitent des zones urbaines. (Dans dix ans la proportion sera de près de 80 pour cent). Il n'est pas logique de leur imposer un système routier urbain désuet, qui réduit la vitesse de déplacement à 10 milles à l'heure entre la rue principale et le bureau de poste, sur des rues payées par la municipalité (à même la taxe foncière), et qu'ensuite, une fois hors de la cité, on puisse filer à 30 ou 40 milles à l'heure, et même plus, sur une route neuve et luisante (payée par la province à même les taxes des usagers de la route), ou, si l'on en a la chance, à 50 ou 60 milles à l'heure sur une section de la route transcanadienne (payée par les propriétaires d'autos en général et l'industrie automobile) . . .

Les 11 millions de citadins au Canada ont tous ce désir et cette nécessité pressante: c'est de pouvoir rentrer à la maison, après le bureau ou l'usine, un peu plus vite qu'à pied. Ils apprécient les nouvelles routes provinciales et ils se réjouissent de voir qu'on termine presque la route transcanadienne. Mais ils sont d'avis qu'il est temps que les gouvernements fédéral et provinciaux se rencontrent et s'intéressent au problème des rues principales au Canada. Ces rues font aussi partie du réseau routier national!"

Le Poste d'Écoute, *Mars 1959*
Fédération Canadienne des Maires et des Municipalités

Réaménagement Urbain

". . . Parler de réaménagement urbain dans une ville comme Québec, qui compte 350 ans d'existence et qui est ou devrait être le reflet d'une civilisation particulière, c'est faire immédiatement surgir à l'esprit deux notions en apparence opposées: celle de conservation et celle de progrès. En réalité, il y a là deux tendances également nécessaires, et qui peuvent se réconcilier d'autant mieux qu'elles s'appliquent à des objets différents.

"Ce qu'il nous faut conserver avec un soin jaloux, ce sont les monuments, les édifices et, surtout, les ensembles architecturaux qui nous identifient dans le temps et l'espace, comme peuple de culture française vivant en terre américaine. Ce sont tous ces témoins qui racontent comment nous avons non seulement duré, mais transformé notre milieu suivant nos goûts et nos aspirations particulières. Nous ne pouvons renoncer à cet héritage sans cesser d'être fidèles à nous-mêmes; et sans cesser, du même coup, d'être intéressants pour les étrangers qui nous visitent. Plus les autres villes du continent deviendront banales, uniformes, stéréotypées, plus il s'avérera payant pour la nôtre d'offrir encore, du moins dans ses quartiers les plus anciens, les joies de la découverte, les surprises de l'imprévu et de l'originalité.

"Est-ce à dire que nous devrions renoncer à faire du neuf? Bien sûr que non. Ce que nos ancêtres ont réussi avec des moyens beaucoup plus modestes que les nôtres, nous pouvons le réussir aussi en utilisant, pour nous exprimer, les styles et les matériaux de notre temps. Il ne doit pas être fatal qu'une oeuvre moderne soit une oeuvre laide et impersonnelle. Mais encore faut-il que chaque chose soit à sa place. . .

". . . Mais il s'en dégagera des idées, des principes, des directives qui feront ensuite leur chemin dans les esprits. Mieux éclairée, l'opinion publique se montrera aussi plus vigilante. Et sans doute finira-t-elle par obtenir, tant sur le plan provincial que sur le plan municipal, ce dont la nécessité se fait impérieusement sentir depuis tant d'années: une meilleure législation en matière d'urbanisme."

Charles Pelletier
L'Action Catholique—18 février 1959.

L'urbanisme et l'immeuble

(Extrait d'un article par Roméo Mondello, ing.p., directeur du Service d'urbanisme de la ville de Montréal, reproduit de La Presse, *Montréal, 20 décembre 1958.)*

Les villes d'Amérique du Nord par exemple se sont développées sur un cadastre rural et sur une grille de rues médiévales. Ainsi constituées elles ont subi l'assaut de l'automobile et du chemin de fer. Des techniques de plus en plus perfectionnées ont accru les exigences des populations urbaines en ce qui regarde l'habitation, le travail et la récréation.

Les agents d'immeubles constituent un groupe spécialisé dont l'action a une influence directe sur l'orientation des investissements immobiliers, et sur le développement d'un très grand nombre de constructions. Dans une structure économique fondée sur la propriété privée, il est indispensable d'avoir des spécialistes qui non seulement établissent des contacts de vente, mais qui aussi peuvent orienter le développement en termes de fonction et de capacité.

Le cadre d'action est d'autant plus agrandi aujourd'hui à cause des groupements financiers, syndicats ou corporations qui rassemblent, pour une même fin, des capitaux considérables dont la portée dépasse les possibilités d'investissement d'un individu.

Les dimensions ainsi agrandies comportent un grand nombre d'avantages et simultanément un plus grand nombre de problèmes. Il est important que le courtier en immeubles soit très informé des tendances, des obligations et des possibilités d'un développement en relation avec son contexte urbain et rural.

Sherbrooke Construira des Maisons Familiales à la Place des Taudis

"Les taudis de Sherbrooke ne seront pas remplacés par des maisons à appartements comme celles du plan Dozois à Montréal. . .

"Le maire de Sherbrooke a mis en évidence que les familles qui demeurent dans les taudis de Sherbrooke comptent de 10 à 12 enfants chacune et que c'est pour cette raison qu'elles ne seront pas logées dans des maisons à appartements. . .

"M. Armand Nadeau a fait ces commentaires en annonçant aux représentants de la presse que la commission des taudis de Sherbrooke reprendra maintenant ses activités, vu que l'amendement à la charte de la ville vient d'etre sanctionné à Québec.

"Le maire s'est dit d'avis que le bill obtenu était le plus avantageux à date dans la province en matière de taudis. 'Seul Montréal en a un qui y équivaut, a-t-il fait remarquer, mais nos activités, en plus, ne sont pas bornées à un seul secteur: nous pouvons faire disparaître tous les taudis de tous les quartiers.'

"Le bill prévoit, entre autres choses, que 'la ville pourra emprunter, en suivant les formalités des règlements d'emprunt, un montant ne dépassant pas $300,000.'

"La ville pourra détruire les habitations jugées insalubres, après les avoir acquises de gré à gré ou par expropriation. Elle pourra également détenir des titres sur les nouvelles propriétés, soit seule, soit conjointement avec les gouvernements supérieurs ou toute autre commission gouvernementale, provinciale ou fédérale, ou tout autre propriétaire. . .

"On s'attardera maintenant à classifier les différentes maisons du secteur, afin de déterminer quelles maisons seront démolies et quelles seront simplement réparées."

La Presse, Montréal, 21 février 1959.

Conférence Annuelle de F.C.M.M.

"Les préparatifs vont bon train en vue de la 22e conférence annuelle de la *Fédération canadienne des maires et des municipalités*, qui aura lieu à North Bay, Ont., durant la période du 31 mai au 3 juin. Cette session promet d'être très significative pour la Fédération."

Le Poste d'Écoute, Mars 1959
Fédération Canadienne des Maires et des Municipalités

Subvention à la Cité de Québec

D'après une annonce récente par l'honorable Howard C. Green, ministre responsable de l'activité de la Société centrale d'hypothèques et de logement, l'organisme fédéral en matière d'habitation, le gouvernement fédéral a autorisé la S.C.H.L. à accorder une subvention d'un montant maximum de $30,000 à la Cité de Québec pour aider à faire une étude relative à la rénovation urbaine. Cette étude comprendra une enquête sur les conditions d'habitation, sur les moyens d'améliorer la construction de maison et sur le besoin de construire d'autres maisons et de s'occuper de réaménagement urbain.

Cette étude sera la première à être entreprise dans la province de Québec. Elle sera d'un intérêt particulier à cause du grand nombre de vieux bâtiments importants du point de vue historique et architectural qui se trouvent dans la Capitale provinciale. Les moyens de préserver ces bâtiments requerront une attention particulière au cours de cette étude.

Le professeur Jean-Marie Martin, doyen de la faculté des sciences sociales à l'Université Laval présidera la Commission du logement qui va entreprendre cette étude. La Commission se compose de l'échevin Henri Beaupré, de M. Roland Bédard, directeur du Service d'urbanisme; de messieurs Edouard Fiset et Paul Plamondon. Un directeur préposé aux recherches sera nommé par la Cité sur la recommandation de la Commission.

Il est estimé que cette étude coûtera environ $40,000; le gouvernement fédéral paiera 75 p. 100 de ce montant et la Cité de Québec l'autre 25 p. 100. Cette subvention de la S.C.H.L. sera faite aux termes de la Partie V de la Loi nationale de 1954 sur l'habitation qui prévoit une aide du gouvernement fédéral pour conduire des enquêtes sur les conditions d'habitation.

British Columbia News Clippings

School Tax on Farm Lands

The Vancouver Sun of February 21st reports that the legislative committee on agricultural affairs has recommended that the B.C. government review the school tax on farm lands with a view to wiping it out entirely. This proposal is part of a five-fold recommendation to aid the farmers of B.C., and is a course of action which the B.C. Division of CPAC advocated in their brief to the Gordon Commission in 1955:

"High taxation of agricultural land, resulting very largely from the necessity of financing costly urban services for adjacent residential developments, puts an unwarranted burden on the farmer and makes it difficult for him to resist attractive offers from subdividers.

"Recent studies in the Fraser Valley indicate that agricultural land pays taxes at a rate considerably in excess of the value of the services rendered to it, the school tax representing a particularly heavy burden. Heavy taxation, by depressing the price of agricultural land below its true value, also reduces the differential in price between good and poor land and encourages the use of the land which is cheapest to develop, irrespective of its agricultural quality.

"The system of assessing and taxing agricultural land should, it is submitted, be reviewed and the weight of taxation related directly to the benefits actually received by the land in terms of roads and other services, the farmer's house being assessed separately as a residential unit.

"Some of the land may then be saved from residential subdivision by maintaining low assessment rates as long as the land remains in good production."

(The entire Brief was published in the Number 6, 1955 issue of the NEWS.)

West Vancouver Community Plan

The Vancouver Sun reports that the preliminary draft of a twenty year community plan for West Vancouver was made public recently. This report, prepared in the office of Municipal Planner, William Paterson, recommends a new approach to municipal financing and urges the development of a capital improvement plan for West Vancouver. The plan should be made up of four essential elements:

(1) A twenty year financial plan comprising estimates of expenditure and anticipated revenue.

(2) A schedule of capital improvements, drawn up within the framework of the long range capital plan and based on a system of priorities.

(3) A six year capital budget including the more immediate portions of the capital improvement program.

(4) An annual budget to operate for each successive year of the six year capital budget.

The news report points out that this preliminary draft does not constitute council policy and that until the plan is adopted, in whole or in part, it will serve only as a general guide to future planning.

The Squamish Road

The B.C. Division is backing up the municipality of West Vancouver in its attempts to prevent the beautiful views along the new Squamish Road from being marred by the unnecessary clutter of ribbon development. The Division wrote a letter to Provincial Highways Minister Gaglardi urging him to see that the natural beauty of this road is preserved, and the municipality will petition him to forbid billboards within 1000 feet of the highway and to give assurances that it will always be a limited access road.

In support of these efforts, *The Vancouver Province* published an editorial which said in part:

"This is not an issue affecting only West Vancouver and the little communities along Howe Sound. It affects thousands from all parts of this metropolitan area who look forward to driving through the magnificent scenery surrounding this road. And it will affect untold thousands of tourists who will be either delighted – or revolted – according to the amount of ugliness that is allowed to develop."

Planning Progress in Richmond Council

William Kerr, Municipal Planner for Richmond, B.C., recently presented a land use plan to the municipal council. He pointed out that the land use study was one of the "basic tooling-up jobs for any development plan – to know what we've got, in order to be able to project into the future." The three main recommendations of the plan were a long range capital budgeting program for roads, water and sewer systems, a layout for apartment zones and a time schedule for implementation of a municipal sewerage plan.

Mr. Kerr said that unless some residential areas were zoned for apartments, the residential land would soon be monotonously "usurped by a vast armada of single family houses." Council action on these recommendations was expected shortly.

Richmond Councillor Robert McMath (Chairman of the Zoning Committee and a member of CPAC) has proposed a by-law to the council which, if it is passed, will ensure that all new major subdivisions in Richmond will have sidewalks, street lighting and covered ditches. The proposal stated:

"It is against the public interest for any more land to be subdivided for residential purposes without the provision of a system of storm sewers, including curbs and gutters, as well as the provision of hard-surfaced sidewalks and adequate street lighting."

Planning in Alberta: Series 1957-58

Selected papers from the PROCEEDINGS OF THE SOUTH WESTERN ALBERTA REGIONAL PLANNING CONFERENCE of November 30, 1956 and from the ANNUAL MEETINGS OF THE ALBERTA DIVISION FOR 1957 AND FOR 1958. 27 pages.

Copies may be obtained from the Secretary, Alberta Division, CPAC, 14019-122B Avenue, Edmonton, Alberta, at $1.00 per copy.

Blind Spots

To the COMMUNITY PLANNING NEWS:

Building of a modest home creates an anomalous situation. It is good business for the construction industry, the merchant and the investor. It is, however, a liability to the municipality, since the cost of municipal services plus the cost of national general services, such as education, will exceed the revenue from taxes levied on it.

Right this situation and the housing problem is largely solved.

The phrase "right this situation" is used deliberately, since the situation is "wrong". Financing costs of education from real property taxes may have had some justification generations ago when property was a principal source of income and its possession a fair measure of ability to pay taxes. But today it is no longer sound; nor is it expedient and it remains, as it has been for years, an improper tax.

A national general service such as education should be financed by senior governments and not by levies on one form of wealth, real property. The provinces are apparently adopting this point of view, in part, by substantially increasing school grants. There should be unremitting pressure from municipalities, school associations, Chambers of Commerce, CPAC and such like bodies, on Federal and Provincial Governments to secure acceptance of the principle that education is a responsibility of the senior levels of government and should be largely financed as such. Acceptance of this principle is the important step. Means of implementation will be found.

Eric Beecroft, National Director of CPAC, recently submitted a Brief on Housing to the Senate Standing Committee on Finance. His Brief is exceedingly well prepared, covering in a comprehensive manner the current obstacles facing the provision of housing for Canadians. However he has a blind spot, evidenced by his failure to even mention the anomaly that the building of a modest home in an urban municipality creates a liability for that municipality.

In the June issue of the *Community Planning Review* is a review of the "Cowan Report". This Cowan report represents a research study of real estate taxation. A proposal is advanced for reduction in taxes on improvements and a sharing of the increment in land value between the owner and the municipality through increased taxes on building sites. The reviewer of this report makes no mention of any conclusions reached by the author on the impropriety of meeting school costs through levies on real estate. Has Mr. Cowan the same blind spot as Mr. Beecroft?

Community Planning News No. 2 of May 1958 carries an article entitled "Edgetown" taken from the Gordon Commission Report. The problem of a dormitory municipality is made out to be the lack of balance between housing, industry and commerce. There is complete failure to recognize that a dormitory municipality could provide for its financial needs if the major part of school costs were assumed by a senior government as they should be. Another blind spot?

The arguments for relief to real property from school cost levies are fully set out in a Brief submitted by the Downtown Association of Winnipeg in September 1957 to the Manitoba Royal Commission on Education. Free copies are available on request to: Harvey Bachman, Managing Secretary, Downtown Business Association of Winnipeg, 205 Affleck Building, Winnipeg 2, Manitoba.

When presenting this Brief to the Royal Commission, Mr. Peter D. Curry, President of the Association, stated the views of the Association that relief to real estate from school costs would likely call for higher "ability to pay" taxes, i.e. the many large firms, members of the Association, would probably pay more taxes. But it was the considered opinion of the Association that relief to homeowners and to other owners of real property from the strain of improper levies for school costs, would give a fillip to construction and to business generally that would more than offset any increase in corporation profits taxes.

C. E. JOSLYN
Winnipeg

Editorial Note. Evidently Mr. Joslyn reads our publications thoroughly. We salute such a correspondent with pleasure. Mr. Joslyn is a former National Councillor of CPAC. He is a Director of the Downtown Business Association of Winnipeg.

Mr. Joslyn and our readers will be interested to note that the Urban Development Institute of Ontario, in its brief to Ontario's "Gordon Committee", is also asking that taxation for education and social services be shifted to the senior levels of government, in order to relieve the municipalities to concentrate on the extension of the municipal services essential to land development.

We are glad to see this question of tax policy considered. Since tax policy is not in itself the primary interest of CPAC, we have not taken a position on this proposal. Our main purpose is to be vigilant to see that whatever taxes we pay for municipal services (such as sewers, water, streets), we will have the benefit of the economies which careful overall physical planning will produce.

C.F.M.M. Annual Conference

North Bay, Ontario, will be host to the *22nd Annual Conference of the Canadian Federation of Mayors and Municipalities,* from Sunday, May 31st to Wednesday, June 3rd. A record attendance is expected and the North Bay civic authorities are making special plans to welcome the delegates to the "Gateway of the North."

Recommended Reading

CITIES IN THE MOTOR AGE, by Wilfred Owen

published in Canada by The Macmillan Company of Canada Limited,

may now be ordered through the National Office of CPAC, 77 MacLaren St., Ottawa 4.

Price $4.50 post free.

OPENINGS IN COMMUNITY PLANNING

PROVINCIAL PLANNING DIVISION, DEPARTMENT OF MUNICIPAL AFFAIRS AND SUPPLY, ST. JOHN'S, NEWFOUNDLAND. Senior Planning Assistant. This appointment will be contractual for a period of two years and, subject to satisfactory service, will be established at the end of that time. Salary will be within the salary scale $5390 x $100-$5830. Duties will include the preparation of Municipal and Regional Plans including detailed designs for communities and districts throughout the Province, and the control of development in accordance with various Provincial regulations. The office is situated in St. John's but travelling within the Province will be required. Candidates must have appropriate professional qualifications in Town Planning, together with considerable practical post graduate experience. Experience in public relations and ability to address meetings of different types is very necessary. Conditions of service, full details of which are available on request, provide free passage of applicant and family to St. John's. Applications giving full details of candidate's age, education, professional qualifications, appointments held, professional experience, together with the names of two referees should be sent to J. T. Allston, Director of Urban and Rural Planning, Department of Municipal Affairs and Supply, P.O. Box E5251, St. John's, Newfoundland. (8-59)

MUNICIPALITY OF SHUNIAH, ONTARIO. Junior Planner, to work under the general supervision of the Director of Planning of the Lakehead Planning Board. Starting salary around $5000 per year. Applicant must be young and must have necessary qualifications to be capable of preparing an Official Plan, together with ability to perform related duties. Apply at once to Miss Mary Lampshire, Municipal Clerk, Municipality of Shuniah, 63 Algoma Street N., Port Arthur, Ontario. (6-59)

HAMILTON WENTWORTH PLANNING AREA BOARD, HAMILTON, ONTARIO. Assistant Planner. Salary range: $4,750-$5,850. Starting salary commensurate with previous experience and ability. Applicant will be required to assist Director of Planning and his Deputy in operating and supervising the work of the Hamilton Wentworth Planning Area Board. Previous experience in planning preferred but educational background will be considered as a substitute. A graduate of a recognized university possessing a degree in one of the following subjects: regional or city planning, architecture, landscape design or related fields, work on official plan and development control. A recent graduate will be considered. Applicant should have a personality capable of maintaining good public and personnel relations. Apply to: Director of Personnel, City Hall, Hamilton, Ontario. (12-59)

THE OLDMAN RIVER DISTRICT PLANNING COMMISSION, LETHBRIDGE, ALBERTA. Associate Planner. Applications are invited for this post, at a commencing annual salary of $5,040-$5,760. Responsible work in all fields of regional, city, small town and village planning in this expanding regional commission. Applicants must hold a recognized qualification in Planning or a related field, and have an adequate practical experience. Full details of duties and conditions of employment will be given on request. Apply, giving full particulars, the names of three referees, and a recent photograph to S. J. Clarke, Director and Secretary-Treasurer, The Oldman River District Planning Commission, City Hall, Lethbridge, Alberta. (13-59)

MEDICINE HAT DISTRICT PLANNING COMMISSION, ALBERTA. Junior Planner. Salary: minimum starting salary $4,080 per annum. Qualifications: recent graduate in planning or university degree in architecture, economics, or engineering with some experience in community planning. Duties: participate in preparation of regional and community general plans. (9-59)

Planner. Salary: minimum starting salary $4,500 per annum. Qualifications: Graduate in planning with at least one years experience in community planning, or university degree in architecture, economics or engineering, with at least two years responsible experience in community planning. Duties: participate in preparation of regional and community general plans, prepare specific development plans including preparation of illustrative material. (10-59)

Housing Study Supervisor. Salary: tentative $375 per month. Qualifications: University degree in architecture or sociology, with at least two years post graduate study in community planning. The study will be carried out under the provisions of Part V of the National Housing Act, and will include preparation of the final report and analysis associated with the housing study. This is a non-permanent appointment lasting for about 3½ to 4 months. (11-59)

Apply: L. W. H. Laine, Director, Medicine Hat District Planning Commission, City Hall, Medicine Hat, Alberta.

GRANDE PRAIRIE, ALBERTA. Assistant Planner with a starting salary of $5000-$6000 depending on the applicant's ability to think and work in planning; education—a master's degree in planning and a bachelor's degree in civil engineering, agriculture, or architecture – and related experience. To assist in district, resource, and small community planning on a northern frontier of some 100,000 square miles. Apply to: Director of the Peace River District Planning Commission, Box 2280, Grande Prairie, Alberta. (7-59)

THE CORPORATION OF THE DISTRICT OF SAANICH, VANCOUVER ISLAND, B.C. Assistant Planner. Salary range $424 to $508.80 per month. The Corporation of the District of Saanich is a rapidly growing district Municipality of 42,000 population. Applications, giving full information as to age, training, qualifications and previous experience, together with the names of three persons who will furnish references, will be received by the Municipal Engineer, Royal Oak P.O., B.C. up to 5:00 p.m. Thursday, April 30, 1959. (14-59)

CITY OF EDMONTON, ALBERTA. Planning Assistants. Salary: between $3,445 and $5,246 per annum, according to experience. Canadian or British qualifications and at least two years experience desirable in Planning, Architecture or Engineering. Duties: preparation of detailed subdivision plans, compilation and analysis of basic data required for the preparation of the Development Plan. Studies in connection with subdivision or highway design. Apply to W. R. Brown, Director of Planning, City Hall, Edmonton, Alberta. (15-59)

Annual Report Noted

First Annual Report—1958. The Lakehead Planning Board, Box 234, Fort William, Ontario. 42 pages.

A report on the history, objectives and progress made to date on planning in the Lakehead area.

To Help Keep Open Space Open

By J. Ross McKeever

Reprinted with the kind permission of Urban Land, *published by the Urban Land Institute, 1200-18th St. N.W., Washington 6, D.C.*

. . . Today in planning for the future of an urban area, we find some of the older tools such as zoning, subdivision control and even land acquisition need sharpening, if we are to get order instead of confusion. Left alone, urban development tends to run rampant. We need planning and means for guiding development more than ever. But how to prevent urban sprawl and how to provide for needed open space within and between communities is a hard problem to solve.

New Tools

To date planners have not come up with equitable ways to get this open space between communities or to relate future land use requirements to densities of development, lines of transportation, or needs for public services and open space. The research to find urban land use relationships keyed into legal, economic, and legislative considerations for obtaining sound patterns in urban development is missing. Until we can find reasonable measurements for land use predictions and equitable ways for obtaining desirable development patterns we do not have a full set of planning tools, particularly for metropolitan regional planning. Meanwhile two constitutional devices might be explored – development rights and tax policies.

Development Rights

Development rights, which are the purchase of an owner's right to develop his land, act like an easement. Essentially, development rights are an adaptation of the ancient common law device of easements. Applied as a method for securing open space in a growing metropolitan area, such as a needed stream valley park for example, a public agency purchases from the land owners their rights to develop or to subdivide their land. Except for this restriction, the owners keep full title to the land.

William H. Whyte, Jr., author of a recent series of Fortune articles on urban problems, has extensively explored the feasibility of development rights. He finds the development rights tool is well founded by ancient law; it respects property rights, and is far less "socialistic" than many programs now having public sanction.

Development rights are no substitute for outright acquisition in fee for immediate public needs but they can provide for future options. Purchase of development rights in fringe areas would be much less expensive than acquisition of land in fee. The land is kept in use as open space and is secured against subdivision. It can be maintained as a scenic asset by keeping key areas in cultivation. The development rights tool can be of material help in any program of watershed control – perhaps its major justification. Development rights purchase can also provide for future land requirements. Until the community knows its precise needs for parks and recreation areas ten or twenty years ahead, by conserving key open spaces now – such as stream valleys and scenic areas – it insures that it will have choices to make and that it will have land available and that the developer's bulldozer will not be there first.

Tax Policy

As Mr. Whyte says, "A concomitant of development rights acquisition must be an equitable tax treatment for the landowners involved". In practice, of course, this will present problems.

When open land is not going to be developed, community services for the area are not needed. If an owner has given up his right to sell his land for a subdivision, it is unfair to tax him as though he could realize the going market rate for developable land. His tax assessment should reflect the value of the land in its use as open land. If his is farm land he should be taxed on that basis.

Similarly, a golf course should be assessed as a golf course, not as a potential subdivision. In this respect, tax policy in itself can be a device which can hold open land open and which can be applied as a preservative instead of being a cause which forces development.

In using development rights as a tool for reserving open space, the tax policy might work something like this, as Mr. Whyte envisions: "So long as the land-owner agrees to keep his land open, he would get preferred treatment in his taxes; he might, for example, be given a rebate on the taxes he pays on the fair market value of his land, or he might be assessed at a special low rate for, say, agricultural land. Were he later to build a subdivision on his land or sell it to a developer for subdivision, he would have to pay the accrued difference between the low taxes he had been paying and the taxes he would have paid on the fair market value of the land. This, theoretically, would act as a strong deterrent against changing the open land to urban uses".

This is a kind of "severance" tax procedure such as used now by Wisconsin and New Hampshire to encourage forest conservation. An adaptation of the severance tax principle for urban areas has been introduced into the Massachusetts legislature. Essentially this proposal would allow an owner who wishes to keep his land open to apply for a tax roll listing as "classified open land". After certification, the owner would receive a rebate of the real property taxes assessed on the fair market value. If the restrictions to keep the land open are relaxed, the landowner has to pay back the accumulated tax rebates.

But tax policy alone is not able to insure open space. A tax policy should complement other measures, such as zoning and the easement device of development rights. However tax policy may be the more feasible method in urban areas, with development rights more suited to semi-rural areas.

If we are to have metropolitan regional planning, then such measures as development rights, severance taxes, and revised tax policies are three devices which look as though their application justifies exploration as instruments to help keep open spaces open and to make plans become realities.

Land Planning and the Building Industry

"As the housing programme gathers momentum, land planning becomes a more urgent problem. I will not attempt to minimize this problem . . . We have been prodigal in our use of land, particularly over the last 15 years. The predominance of the one-storey house in our suburbs has resulted in an increase in the frontage of lots creeping up from 50 feet to 60 feet and more in the higher-priced houses. While this may be pleasant, it is also very costly. Even more costly is the vast stretch of concrete fronting these houses as if each neighbourhood access road were a major highway.

"Municipal governments designed to serve a gradually growing community have been faced with sudden demands for roads, streets, services, schools, recreation centres and community buildings. Because the builder is often the land subdivider, or the link between the land subdivider and the home buyer, there has been a tendency to lay at his door step all those needs which are really municipal responsibilities. This tendency has, of course, been brought about by the financial incapacity of our municipalities to finance all these requirements.

"Many admirable community plans have been drawn up. But individual community plans cannot solve the overlapping claims of urban and suburban growth. Metropolitan Toronto has led the way in a new form of municipal government, but even this is inadequate to meet the needs of an urbanization which is extending almost continuously from Oshawa to Hamilton.

"Until such time as we find new forms of municipal government with the breadth and the power to cope with land planning over very much greater areas, you builders may have to solve your own immediate problems of where you are going to build over the next few years. There are two avenues which may offer some help:

"In many of our cities land exists, which has been passed over in the rush to the suburbs because of site difficulties. Much of this land could be utilized for specially designed houses. I am thinking of the possibility of a chalet-type house where the living quarters are on the second floor and sleeping quarters below . . . Some fine row-type housing has been designed for sloping land. For this type of design the site can be turned to advantage. The Swiss had to do it. Canadian architects and planners are, in fact, doing this in the Mulgrave Park low-rent housing development in Halifax.

"The other avenue may require drastic change in the preference shown by the home buyer over the past few years. Just as we readily admit that only the multiple storey apartment can bear the cost of land in the centre of the city, we may eventually come to realize that only the 1½ storey, the 2 storey, the row, the duplex or the multiple house can reasonably bear the cost of suburban land.

"It is generally agreed that people do not wish to have more than one hour's drive to work. Highway engineers cannot solve this problem completely. We may bring industry to the suburbs, or we may have to bring people closer to the centre of the city. We are, at the present time, doing both, but to save the enormous investment in the heart of the city, we may have to reverse some of the flight to the suburbs.

"As the land supply, within a reasonable distance from the city centre, becomes scarcer, it may force us to change some of our thinking with regard to the type of houses in which we live. A good deal of the distaste which exists for the multiple, row or duplex house can be eliminated by more pleasing design. This is a field in which the builder can educate the public taste. It is an area in which you will have to co-operate with the architect and the planner. Too little use has been made of these specialists in the field of Canadian housing . . .

"The building of our cities over the next two decades, is the most important feature of our national life. It can go on haphazardly or it can be done intelligently. To do the latter, will require the co-operation of Government, planners, engineers, civic organizations and, above all, the builders. In this, you are the key people. You can capitalize on the immediate returns without regard to the future of the product or you can incorporate all the assistance available from government, universities, from professional planners and architects to make the best product possible. The opportunity is in your hands."

from an address by STEWART BATES, *President of CMHC, to the Annual Convention of the National House Builders' Association, 14 January, 1959.*

"Planning Objectives Today"

"A planning officer who knows the character of his country or city and all the main claims on its land; who persuades into existence well-related communications and services; coaxes developers into using the right professional skills at the right time with an eye for the younger men; and can persuade his committee at crucial moments to take the bold and not the parish-pump decision – if this man is not creative to a very high degree then the word has no meaning."

H. MYLES WRIGHT in
OFFICIAL ARCHITECTURE
AND PLANNING.

The Budget and Long Term Financial Planning

The November issue of MUNICIPAL FINANCE has included an article entitled *Capital Budgeting and Long-Term Financial Planning* by Albert F. Young. This is a concise presentation of the elements which must be considered in setting up and carrying out a sound program of capital improvement.

Copies of this issue of the magazine may be obtained for fifty cents each by writing to MUNICIPAL FINANCE, 1313 East 60th Street, Chicago 37, Illinois.

Book Briefs

Cities in the Motor Age, by Wilfred Owen. The Macmillan Company of Canada Limited, 70 Bond Street, Toronto. February 1959. 176 pages, illustrated. $4.50.

In 1957, fifty-five authorities and experts met at Hartford, Connecticut to examine urban problems, with particular emphasis on the relationship of cities to the motor age and the relationship of all this to the people of the nation. This book is not a report of that Conference but rather a summary and evaluation of the findings made at that time.

Each of the eight chapters deals with particular parts of the whole problem. For instance, there is a discussion of the flight to the suburbs and the result of this retreat; the blight of the central city area, national trends toward urbanization, land pollution, and the economic impact of all this disorganization. Searching questions are put to the reader. The need for the creation of an urban civilization in which people can be made to feel a part of the community and still retain their individuality is stressed. The author aptly puts this as the need to create 'an environment in which people can be organized without being homogenized'.

In the final chapter, on a total strategy for urban areas, the need for immediate action to solve the transportation problems is clearly stated. The goal is 'to maximize our ability to move, yet minimize unnecessary motion'. The author concludes 'that the road program is not too big, but only that slum clearance, renewal, housing, education, recreation and community facilities of all kinds have lagged too far behind'.

Flats and Houses 1958, Design and Economy. Ministry of Housing and Local Government, Her Majesty's Stationery Office, London. Available from United Kingdom Information Service, 119 Adelaide Street West, Toronto. 154 pages. $1.88.

The purpose of this book is to provide useful information on design and cost for all those who will be concerned with the building of new homes during the next ten to twelve years. Many of these homes will, of necessity, be high density apartment buildings, built on sites situated where older housing now stands or where demolition has already cleared the area.

The book deals with site planning, the space around buildings, building height and cost of buildings and dwellings for high density. The problems of intermingling high density buildings with flats and houses are examined critically and costs of building are tabulated. These cost estimates cover building only and do not include the cost of land acquisition.

Modern Flats, by F. R. S. Yorke and Frederick Gibberd. The Architectural Press, 9-13 Queen Anne's Gate, Westminster, S.W.1. 1958, 211 pages, illustrated. 63s.

The more than 480 illustrations, each with commentary, provide an interesting study of modern flats erected in fifteen different countries within recent years. Plans of each of the buildings are also shown. The authors feel that some general conclusions may possibly be drawn from this work. For instance, there now appears to be a tendency to build apartments higher and also to think in terms of their relationship to the community, rather than as individual works of architecture.

Housing Requirements of the Aged. A Study of Design Criteria, undertaken for New York State Division of Housing by the Housing Research Center, Cornell University, Ithaca, N.Y. November 1958, 124 pages.

A study of the economic, sociological, psychological and physiological aspects of the housing needs of the aged. Included, also are reports on design and planning considerations, arrangement of equipment especially suited to the needs of the older citizens and consideration of site and neighbourhood. It is interesting to note that some of the features which appear to be 'special' requirements for the aged, such as non-slip floors and well lighted stairs, are, as the report states, 'nothing more than sound principles of good design and planning which are applicable to all housing'.

Looking at Architecture in Canada, by Alan Gowans. Oxford University Press, 480 University Avenue, Toronto 2. 1958. 232 pages, beautifully illustrated. $7.95.

The author has prepared a history of Canadian architecture by selecting what he considers are the examples of the various historical trends and periods and, by way of these illustrations, captions and by short descriptive essays, suggests how, where and why they are important.

The author points out that a great deal of the history of Canadian architecture has of course been drawn from European tradition. The settlers brought with them their memories of home and as soon as possible began to build homes that would in many ways recall a bit of Europe. An example of this is the Port Royal Habitation in Nova Scotia.

However the author points out that in the beginning settlers were almost solely concerned with survival and so their first homes were similar to those used by the Indians – made of branches and bark. The crude, but secure, log cabins fashioned with iron tools were the next step. As soon as the ground was broken the family longed for some form of security and permanence and so followed the family homestead, built by hand, either by the pioneer or by a local craftsman. This form of architecture reflected the necessity of using the materials and tools available and adapting both to best suit the local conditions. Here are reflected some of the memories of the homeland – the huge chimneys, and the steeply pitched roofs for example. As the land opened up, the building of military forts became more familiar. Many of these forts still stand today.

Interesting examples of the early church structures are given a prominent place and in them the author has found the first distinctively Canadian architectural forms. Although using European standards, they became Canadian by the singular way the various features were combined. As an example of a Canadian style of domestic architecture the author points to such houses as the Château de Ramesay. Canadian architecture was also influenced by the Americans who came to parts of Eastern Canada and also to southern Ontario.

The author produces a wondrous display of Victorian architecture, from churches to houses to all forms of public buildings.

The period from 1930 onward produced a modern or anti-Victorian mood when building centred on functionalism – or the need for space, light and nature. This was considered a rather radical approach to architecture. Everything now centred on building without ornament or any type of decoration and the old Victorian style was dismissed.

As to a truly national Canadian style of architecture in the future, the author comments ". . . we might look forward then to a time when there will be one basic architectural expression common to all parts of Canada, but with a characteristic regional flavour or accent in each. And when that time comes, we may indeed be able to talk about a national Canadian style; for every historical style that has been a vital cultural expression has had its roots in just this kind of local tradition".

The Arts in Canada. A Stock-taking at Mid-century. Edited by Malcolm Ross. The Macmillan Company of Canada Limited, 70 Bond Street, Toronto. 176 pages, illustrated. 1958. $10.00.

Fourteen contributors have presented a critical appraisal of the present position of the arts in Canada. This is a book which should be of general interest to every Canadian. The chapter devoted to Architecture and Town Planning, written by Warnett Kennedy, should be of particular interest to all concerned with the rapid development of our urban areas and the modern trends in architecture. The illustrations, both coloured and black and white, lend an added interest.

No Room to Move—*from Cities in the Motor Age* (see *Book Briefs* page 11 and Notice on page 7).

Millions on the Move

This 27-minute film, produced by Canadian General Electric, is intended to draw special attention to rapid transit lines and subways and examines the flaws in expressway and parking programs. Despite the heavy emphasis on transit, a good argument is presented for the interrelationship of highways, parking and transit systems. Photography, colour and selection of material are all very good. Available through the Toronto offices of Canadian General Electric, at 214 King Street, West.

National Planning Conference 1959

Congrès National d'Urbanisme

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